



**RESEARCH PROGRAMME ON
EDUCATION EMPLOYMENT
LINKAGES**

**A Matter of Perspective:
Mapping Education Employment Linkages in
Aotearoa New Zealand**

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EEL Research Report No. 3

1 July 2009

www.eel.org.nz

**AERU Research Unit of Lincoln University
New Zealand Council for Educational Research
He Parekerekere at Victoria University of Wellington**

Published on behalf of the EEL Research Programme by:

**AERU Research Unit
Lincoln University
P.O. Box 84
Lincoln 7647
NEW ZEALAND**

ISSN: 1178-329X (Print)

ISSN 1178-3303 (Online)

ISBN: 978-1-877519-05-5

The Research Programme on Education Employment Linkages is a collaborative project of the AERU Research Unit of Lincoln University, the New Zealand Council for Educational Research and He Pārekereke at Victoria University of Wellington. The three organisations gratefully acknowledge substantial funding support from the Foundation for Research, Science and Technology that has made the research possible. We are also grateful for ongoing support and guidance from our External Reference Group, nominated by the Ministry of Youth Development, the Ministry of Social Development, the Ministry of Education, the Department of Labour, Te Puni Kōkiri, the Tertiary Education Commission and Career Services.

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Abstract

This report is the third in the Education Employment Linkages (EEL) Research Report series. Acknowledging that all map-making involves particular perspectives and representations of the world, each of the main chapters documents an important dimension of systems involved in young people's transition from school. The School-Communities chapter provides an education perspective focused on the perceptions, activities, and key relationships which characterise career education's preoccupation with information-based, rather than lifelong development work. The Regional Communities chapter provides a sociological perspective that focuses on Youth Training and Training Opportunities providers supporting young people who have left school with few or no qualifications and the trend to more systematic form of provision. The Māori and Pasifika Communities chapter provides an indigenous studies perspective focused on Māori and Pacific education and health providers whose links into the transition system may not be formal but rather accountable directly to Māori and Pasifika communities. The Employer-Led Channels chapter provides an economic perspective focused on Institutes of Technology and Polytechnics' engagement with employers and the relationship with young people's ability to make good matches between education and employment options.

Acknowledgements

The four authors are very grateful to our colleagues Ben Gardiner and Moana Mitchell for their contributions to research described in this report. We also thank the members of our external reference group of policy advisors who provided feedback on our initial plans for this research and comments on two formal presentations of its main conclusions: Jocelyn Anton, DeNeen Baker-Underhill, Paul Barker, Josh Clark, Jenny Connor, Maani Dixon, Janis Karen Boyes, Dillon Burke, Janis Freegard, Matt Freeland, Doug Gorman, Anne Hardman, Ann Heynes, Marten Hutt, Matalena Leaupepe, Sharmaine Nolan, Jenni Norris, Damian O'Neill and Linda Sorensen.

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Executive Summary

This report is the third in the Education Employment Linkages (EEL) Research Report series. It attempts to “map” or document some of the important dimensions of the various systems involved in young people’s transition from school.

We use the term “mapping” metaphorically, as a way of arranging sets of ideas and continuing to lay out a plan of research. Although our subject matter is of course not actually geographical, the metaphors of geography have been useful in thinking about the subject matter as they have allowed each of us to visualise and plot different sets of relationships – for example, between education-employment providers, funding bodies, priorities and practices, and other organisations.

We have considered perspective or, in cartographic terms, the nature of “projections” which offer different depictions of the world based on the value judgements and priorities of the map-makers. In the case of our research programme, each of the four disciplinary areas – education, sociology, indigenous studies, and economics – underpin the selection of transition system and focus made by each author. The different maps and discussions presented in chapters 2 to 5 each offer a particular account or projection of the youth transition landscape. This approach also acknowledges that the youth transition landscape involves constantly changing dimensions and relationships. This report provides only a snapshot in time but it is a snapshot that pinpoints key players and key fields and sets up the next phases in the research programme.

The chapters in the report present four different sets of maps which correspond to the four major perspectives of the Education Employment Linkages (EEL) project, led by four researchers from the disciplinary backgrounds of education, sociology, indigenous studies, and economics.

Karen Vaughan presents an education perspective through the **School-Communities** chapter. The chapter focuses on the perceptions, activities, and key relationships which characterise career education. The chapter is based on findings from a nationwide survey first conducted and reported in full in 2007 and highlights the tendency of career education systems to privilege information distribution over the development of skills and strategies for making lifelong career and work decisions.

Jane Higgins presents a sociological perspective through the **Regional Communities** chapter. The chapter picks out in particular the support systems for young people who have left school with few or no qualifications. The mapping derives from a web-based survey and discusses the development and changing nature of transition infrastructure at a regional level, pointing out the shift from ad hoc programmes to a more systematic approach by regional networks and PTEs.

Hazel Phillips presents an indigenous studies perspective through the **Māori and Pasifika Communities** chapter. The chapter is based on a web-search of Māori and Pacific education and health providers. The chapter raises questions about the nature of “formal” support systems for young people and the tendency for these to be regarded only in Pakeha terms of funding and audit processes rather than by accountability to community in Māori hāpu and iwi terms.

Paul Dalziel presents an economic perspective through the **Employer-Led Channels** chapter. The chapter is centred on young people’s ability to make well-matched education and employment choices. It considers the overall architecture of employer-led systems, in particular those of Institutes of Technology and Polytechnics which engage with employers through skills training.

Chapter 1

Introduction

This report is the third in the Education Employment Linkages Research Report series. It attempts to “map” or document some of the important dimensions of the various systems involved in young people’s transition from school.

In our previous report we examined the international youth transition literature in order to build a trans-disciplinary account of young people making education and employment choices in their transition from school to work (Higgins, Vaughan, Phillips, and Dalziel, 2008). Rather than being exhaustive, this account was intended to be a “knowledge basket”, something we would continue to dip into and refine over the course of the Education Employment Linkages (EEL) project. In some respects that account also forms a kind of map because, in identifying key themes in the international literature on young people’s transition from school, it lays out a basis on which the researchers from different disciplinary backgrounds (education, sociology, indigenous studies, and economics) can work together.

In this report, on the “mapping” phase of the EEL project, we have a more explicit exercise in charting aspects of what is currently happening in New Zealand with respect to youth transition. We use the term “mapping” metaphorically, as a way of arranging sets of ideas and continuing to lay out a plan of research. Although our subject matter is of course not actually geographical, the metaphors of geography have been useful in thinking about the subject matter.

Like the international literature review, and in fact as with all geographical maps, our document is not exhaustive or definitive. It cannot be because the landscape of youth transition is constantly changing in its shape and nature. For example, since we first began the mapping phase (in 2007 for the School-Communities perspective and in 2008 for the Regional Communities, Māori and Pacifica Communities, and Employer-Led Channels perspectives), several new initiatives, policy directions, and policy/practice relationships have emerged. Some of these shifts are discussed in the following sections.

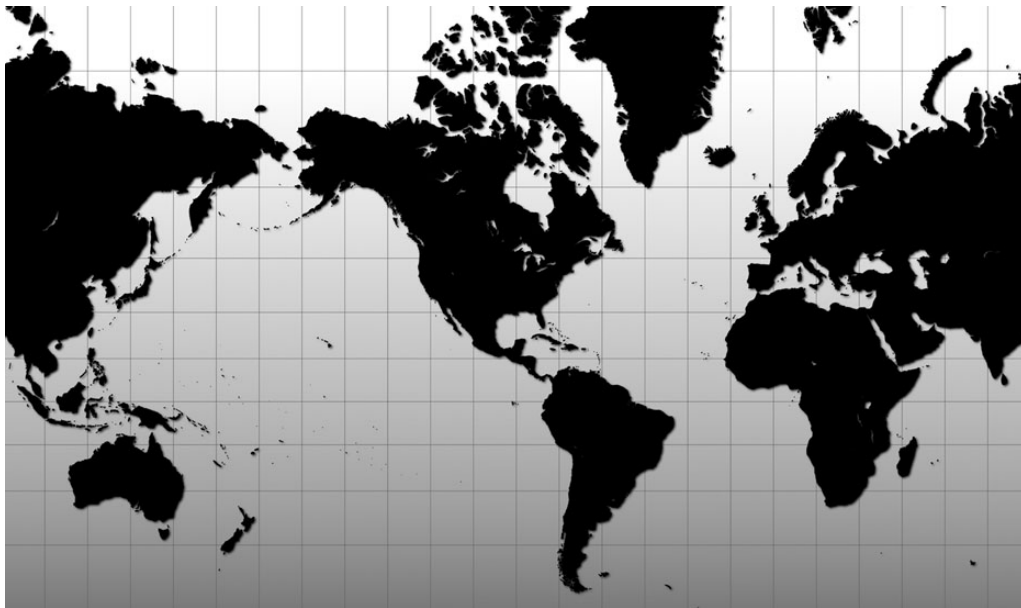
It is consistent with geographical maps that these following sections present particular perspectives. All maps share certain cartographical conventions. However they are also designed for particular purposes. For example, a nautical chart is concerned not only with land mass and particular bodies of ocean, but also with tidal change. It is drawn from the perspective of a seafarer. It puts the sea and coastline *into perspective* and provides information about what fixed forms and changing conditions to expect while on the sea.

Perspective is also derived from the different sets of values driving the map-making. Cartographers make decisions about what to show and what not to show. Early maps of the Babylonians were philosophical and political as much as anything, combining mathematically accurate depictions of their property together with a cosmos beyond that was imagined (Wilford, 1981). These and other early surviving maps “bear witness to the cultures, priorities, and beliefs of their makers exactly as the maps we use today reflect our own preoccupations” (Harwood, 2006, p. 11). Even with the sophisticated technologies available today, the spherical nature of the earth means that our two-dimensional representations of it are always inaccurate in some sense.

Cartographers must continue to prioritise and make value judgements about whether size or shape is the most important dimension; it is impossible to depict both accurately within the same map.

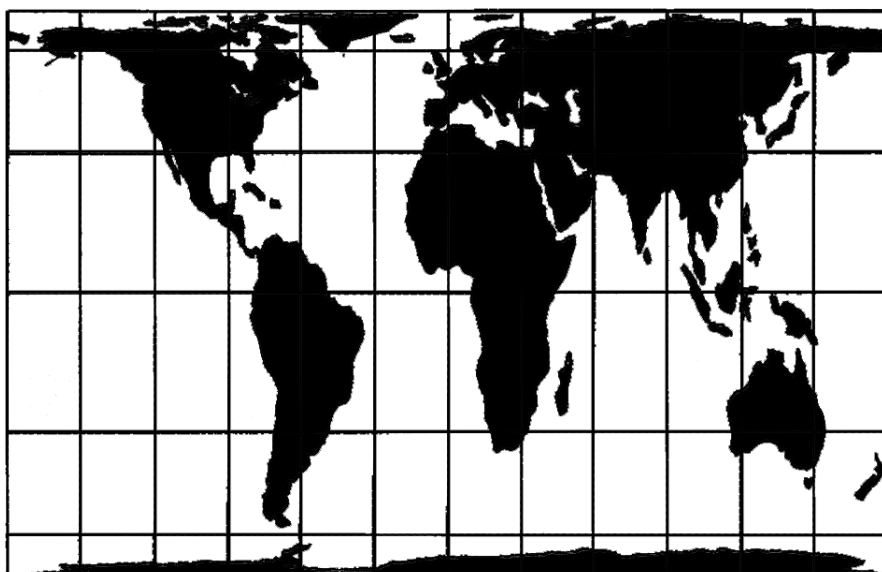
One of the most famous examples of perspective difference comes from comparing different *projections*. For example “Mercator's projection (created at a time when navigators were sailing on the oceans in wooden ships, powered by the wind, and navigating by the stars) was particularly useful because straight lines on his projection were lines of constant compass bearing. Today the Mercator projection still remains useful for navigational purposes and is referred to by seafarers and airline pilots” (PetersMap).

Figure 1 **The Mercator Projection World Map**



Although the Mercator projection continues to be widely used (more so than was originally intended), other maps have highlighted that Mercator is only one way of representing of the world. One of the most controversial of these other maps is the Peters projection, an area-accurate world map drawn by Amo Peters in 1974 which notably does not feature the United States of America in a central position (Peters, 1974).

Figure 2 The Peters Projection World Map



Comparing the Peters projection with the Mercator projection immediately draws attention to the different relative sizes of countries and continents. For example Africa appears smaller in relation to the United States of America in the Mercator projection. However the Peters projection accurately shows that it is fact far larger than North America.

So perspective is important. The following chapters present four different sets of maps which correspond to the four major perspectives of the Education Employment Linkages (EEL) project, led by four researchers from the disciplinary backgrounds of education, sociology, indigenous studies, and economics

Karen Vaughan presents an education perspective through the **School-Communities** chapter. The chapter focuses on the perceptions, activities, and key relationships which characterise career education. The chapter is based on findings from a nationwide survey first conducted and reported in full in 2007 and highlights the tendency of career education systems to privilege information distribution over the development of skills and strategies for making lifelong career and work decisions.

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As with all maps, we have made choices about what to map, from which perspective, and to what ends. This also means, of course, that there are things we have not mapped. However our aim is to provide a record of the key parts of the youth transition system at a particular point in time.

In a way then, this report is about mapping processes as much as our mapping outcomes. We have not attempted to provide maps in the sense of finding the way or determining the route – this is only sometimes the purpose of maps anyway – but we do attempt to provide a snapshot of where things are right now. Like the international literature review, these maps and discussions serve as point of entry into the next Key Informant and Case Study phases of research, to be conducted during 2009 and 2010.

Chapter 2

School-Communities

2.1 Career Education in Schools

This chapter maps New Zealand's school-based career education and what is also variously referred to as "careers guidance" and "career information, advice, and guidance" (CIAG). Much of the discussion in this section is based on a nationwide questionnaire of schools carried out in 2007 as an early mapping phase of the EEL project but with additional funding from the Ministry of Education so the results could also stand alone.

The questionnaire was designed to find out about how schools organise career education, what careers staff think about their role and the purposes behind what they do, their relationships with other institutions and groups in the community, and the range of activities in which they engage students. *Careers Education in New Zealand Schools* (Vaughan and Gardiner, 2007) is a detailed report on the survey findings. This chapter summarises a selection of those and provides further discussion on the mapping of career education systems.

Career education in schools occurs under the auspices of National Administration Guideline (NAG) 1.6 which specifies that schools must:

provide appropriate career education and guidance for all students in year 7 and above, with a particular emphasis on specific career guidance for those students who have been identified by the school as being at risk of leaving school unprepared for the transition to the workplace or further education/training (Ministry of Education, 2007).

Schools use two sources of funding in particular in order to help meet this requirement: the Careers Information Grant (CIG) and the Secondary Tertiary Alignment Resource (STAR).

Career education is not the only dimension of youth transition located at the nexus of schools and communities. However it is one of the most significant dimensions for the School-Communities strand and *educational* perspective of EEL in that it has a specifically educational aim - to prepare young people currently in school for the process of leaving school by assisting them to "develop self awareness, become aware of opportunities, make decisions and plans, take action" (Ministry of Education, 2003, p. 7). These aims, linked to NAG 1.6, are increasingly important as a support for young people who face new forms of "responsibilisation" as more and more career and work-related decisions, with far-reaching consequences, are demanded of them throughout, as well as beyond, school (Vaughan, 2003).

Research shows that many young people feel confused by the ever-widening array of careers and work possibilities and ill-equipped to make and manage the decisions required of them (Higgins and Nairn, 2006; Vaughan, Roberts, and Gardiner, 2006). Young people's lack of preparedness derives in part from haphazard career education delivery, and a tendency for schools to privilege the provision of career *information* about options over the long-term development of guidance and management *strategies* and *skills* (Wilson and Young, 1998; Vaughan and Kenneally, 2003; Vaughan, 2005; Education Review Office, 2009). The situation after school is further compounded by "job shopping" policies which leave young people to find their own way in the labour market (Higgins, 2003).

Since career educators are central to the delivery and development of career education, the survey focused on their reports about how they met NAG 1.6 requirements, and how they understood their role both within the school and in relation to others in the community.

2.2 Method

In 2007 NZCER researchers developed two questionnaires to be sent to all composite and secondary schools (i.e., schools that have students of Year 9 level or over and receive a Careers Information Grant from the Ministry of Education). Our sample included schools that took part in the 2005 Designing Careers pilot, private as well as state schools, and kura kaupapa Māori. The sample excluded the 100 secondary schools taking part in the 2007-2008 Creating Pathways and Building Careers (CPaBL) initiative as those schools were already part of a separate Education Review Office evaluation and would have faced considerable respondent burden with another questionnaire, particularly of this scale.

The first questionnaire was directed to school “careers staff” – the different people with career education roles and responsibilities within the school, such as the careers advisor, the Secondary-Tertiary Alignment Resource (STAR) co-ordinator, the Gateway co-ordinator, and other designated careers or transition teachers. Questions focused on the perceived purposes, priorities, and ideas for career education, workload and job satisfaction, make-up of careers teams and roles, facilities, activities and target groups and year levels, judgement of impact, student tracking, key relationships, decision-making roles, school policy, funding decisions, changes in work, barriers, perceptions of the current careers climate, main achievements, and demographic information. We piloted the questionnaire with careers staff at a number of schools of different sizes and different careers/transition team sizes and roles. Our pilot reviewers included staff with Careers and Transition Educators Association (CATE) membership and Career Development Association of New Zealand (CDANZ) membership.

A second shorter questionnaire, for principals, had many of the same questions so that we could explore alignments and differences in perspectives between principals and careers staff. Some research has revealed the tensions that can exist between principals and careers educators in understandings of transition needs and careers-related roles and how they should be operationalised (Boyd, 2005; Vaughan & Kenneally, 2003).

We also overlapped a few questions—on funding decisions, outcomes for target student groups, and career resources and activities—with those in the Education Review Office’s CPaBL baseline survey to allow the Ministry of Education to make comparisons between schools that are, and are not, taking part in CPaBL. We also based a number of questions on those developed for the NZCER National Survey of Secondary Schools. This allowed us to make a number of useful comparisons between the national survey and this career education questionnaire.

The overall response rates were 49% from principals and 44% from careers staff (based on a response per school calculation and not taking into account an additional 33 multiple returned questionnaires from different staff within the same school). Our returns were mostly representative in terms of size, authority, decile, location, and size of the total sample of composite and secondary schools in New Zealand. Nearly all of the questions in both questionnaires were closed questions with boxes to tick or options from which to select answers. In these cases we also always provided an “other” option for respondents to add their own extra options. For many questions we provided lists of statements about career education with which respondents could indicate a level of agreement.

We calculated frequency data for all of this data. We also cross-tabulated all this data with a set of school characteristics data—size, location, socioeconomic decile rating, and school authority type

(state or state-integrated) and used these to link different questions with common characteristics or options and test for statistical significance using chi-squares.

2.3 Survey Findings

Careers Staff Characteristics

- Over two-thirds of responding careers staff had taught for 16 years or more. They were more likely to be female and were older than their non-careers teaching counterparts responding to NZCER's National Survey of Secondary Schools (2006).
- Despite their extensive teaching experience, nearly a third of careers staff had five years or less experience in career education. Just over half had between six and 20 years of careers involvement. A very small group (8 percent) had extensive careers involvement with more than 21 years of experience.
- Nearly every respondent reported enjoying their job and they were significantly more likely to strongly agree with enjoying their job (72%) than teachers responding to the 2006 NZCER National Survey of Secondary Schools where just 36% strongly agreed that they enjoyed their job.
- Very few hold formal careers-specific qualifications. Most are members of the Careers and Transition Educators Association (CATE).
- Most careers staff intend to remain in their current position and at their current school over the next five years (though around a third gave no indication of their plans).
- They perceived a lack of career progression in their role but recognised the availability of some professional development opportunities and identified significant achievements related to their own upskilling.

Role and Activities

- Just under half of the responding careers staff have three or four formal roles within the school across the categories of: career advisor/transition teacher; as STAR or Gateway co-ordinator or guidance counsellor; senior manager, and subject teacher or other school-wide careers work. Less than a fifth were in solely careers-related roles.
- Over three-quarters felt that the increased awareness of the importance of career education had created additional demands on their time and skills. Many also cited challenges in dealing with new pressures on students and the often differing expectations of students and parents.
- More than two-thirds cited an increase in administration and over half cited an increase in reporting requirements for STAR and Gateway. Sizeable proportions reported that meetings with employers and tertiary providers (40 percent) and school/kura careers planning (39 percent) had increased, although similar proportions of staff thought things were about the same in these cases. There were few cited decreases in work but notable exceptions included around a third reporting a decrease in time to work with individual students and time to reflect/plan/share ideas. More than half also reported that lack of time was the main barrier to providing career education in their school.

- Around half of the respondents were part of the official decision-making team for STAR courses, allocation of students to classes, budget allocation, and Gateway programmes. Another fifth were not part of that team but reported being listened to by the decision-makers. Over a quarter reported having no role in strategic planning or use of student achievement data. Just under third reported wanting to be more involved in decision-making, most commonly for subject provision and choice matters and funding.
- Principals and careers staff were both more involved in careers funding decisions than boards of trustees or senior management, but interestingly each also saw each other as being the lead decision maker.

Relationships

- Nearly a third work with at least one other careers person, with just under half indicating they worked in a team of three or more people. Over half of our respondents identified themselves as the team leader. Just under a fifth had sole responsibility for careers education. Teams were significantly less common in smaller and composite schools.
- When responding to questions about the *importance* and *quality* of key in-school and community relationships, careers staff reported a close match between the two for almost all relationships (e.g. relationships with students were rated equally highly for importance and quality).
- Generally the most important and highest quality relationships tended to be the most direct, in-school ones (such as with students, Deans, and principals). A notable exception was the community relationship with local and regional tertiary representatives which was reported as high quality and vital by over two-thirds of respondents.
- There were some (statistically non-significant) school decile trends. Careers staff in high-decile schools tended to rate relationships with local and regional tertiary representatives as vital more than those in low- and medium-decile schools. Careers staff from low- and medium-decile schools reported better quality relationships with Industry Training Organisations than those from high decile schools. And more careers staff from low- and medium-decile schools rated the importance of their relationships with local employers as vital than high-decile schools careers staff. It should be noted, however, that this is likely to be in part because many low- and mid-decile schools participate in Gateway (which requires partnerships with employers), unlike high-decile schools which were ineligible for Gateway at the time of the survey.

Perceived Purposes and Priorities for Career Education

- Careers staff considered nearly all typical career education activities to be important or very important/vital in their work. Activities carried out with larger groups of students (or sometimes entire year levels) tended to occur regularly (annually or 1–2 times before students leave school) compared with activities that focused on smaller groups of students with specific careers needs which tended to occur on a more ad hoc basis.
- Every respondent agreed that *providing information, or access to it, for all students* was a key purpose of career education and two thirds of respondents strongly agreed with this statement. Careers staff tended to agree more with purposes related to easily measurable things such as course enrolments and job take-up more than with purposes and priorities requiring a more long-term or life-view of skills and capacities. Only around half of careers

staff strongly agreed with *helping students develop self-awareness* and only about a third strongly agreed with *teaching students decision-making strategies*.

- Two of the three most popular sources of new ideas for career education related to career and study programmes and information gathering and distribution.
- Over eighty percent of careers staff indicated that their school tracked students after leaving school. Nearly two-thirds tracked as many students as possible; nearly a quarter tracked specific groups, usually Year 13/14, Māori, and Gateway students. Nearly a third reported their school tracking students for six months; just under quarter reported tracking for up to 12 months.
- Careers staff expressed a strong interest in professional development, particularly through conferences, workshops, formal professional development, and reading published research findings.
- They reported significant achievements in relation to the most immediate post-school, measurable outcomes such as *students get jobs* and *students enter tertiary programmes*.
- Overwhelmingly, their own judgement of impact was based on non-documented personal experience, except in relation to formal programmes such as STAR and Gateway, where documentation was used.

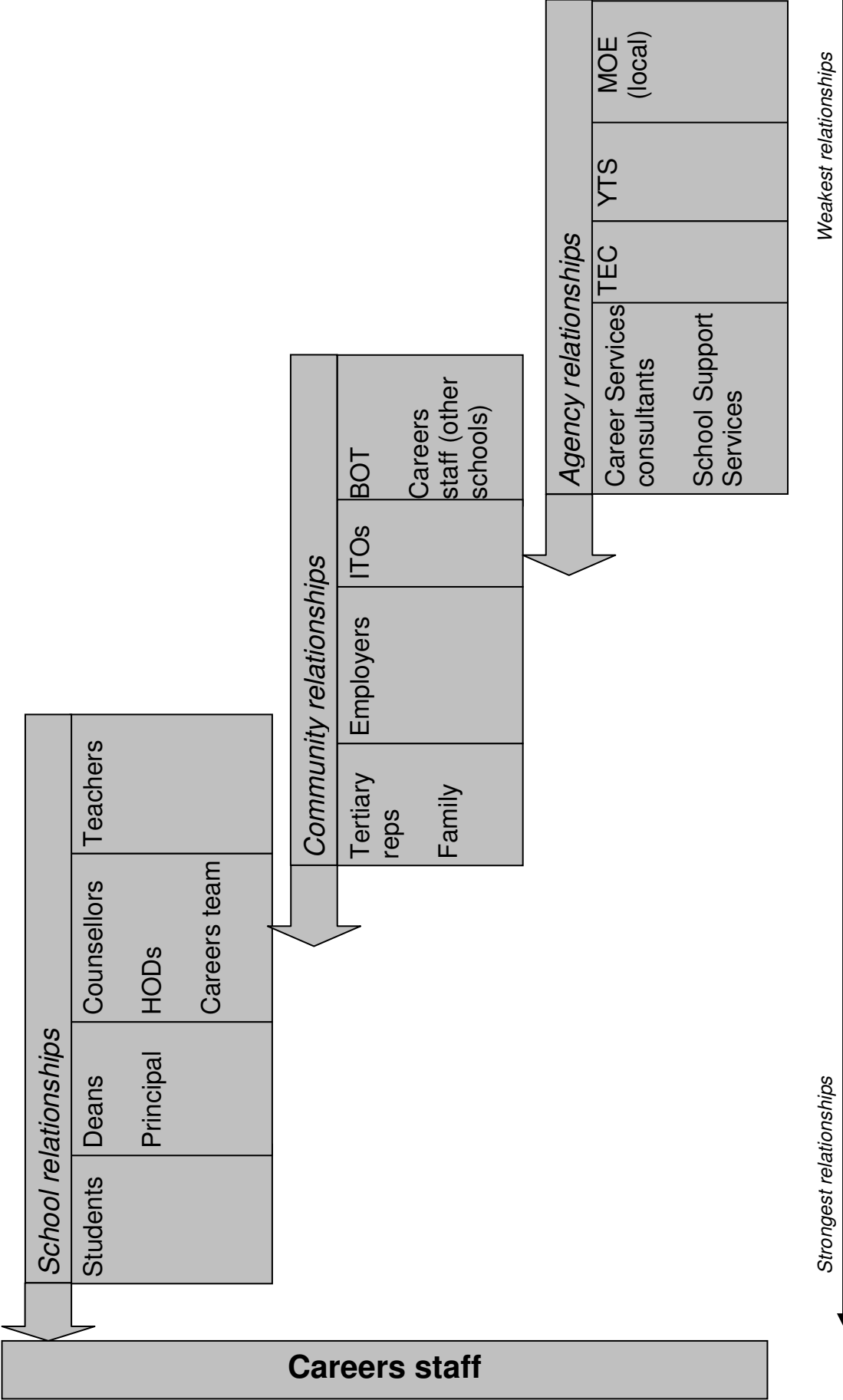
2.4 Visually Representing Career Education

The following figure is a map of the key relationships in career education from the perspective of careers staff. The diagram is based on responses to the survey questions which asked respondents to rate the importance and quality of their relationships with the specified key people, organisations, and agencies. Since levels of importance and quality were so closely matched in the responses, the diagram collapses these into a single dimension of “relationship strength” and depicted each relationship in terms of proximity to careers staff (the stronger the relationship, the closer it sits to careers staff). We have also grouped the relationships into categories: school-based relationships, community-based relationships, and agency-based relationships.

For example, students were seen as the strongest (most important and highest quality) relationship by nearly every respondent so that relationship is shown as very close to careers staff. The next closest relationships are with Deans and Principals, followed by guidance counsellors, Heads of Department (HODs) and others in the careers team, and then other teachers in the school. The strength of the relationship with other teachers is as strong as the relationship with tertiary representatives and students’ families so these are shown overlapping each other.

As the diagram shows, all of the school-based relationships are ones which are strongest – perhaps not surprisingly since these are the people with whom careers staff interact on a daily basis and to whom they are directly responsible and responsive.

Figure 3 Strength of Careers Staff Key Relationships



2.5 Discussion

The questionnaire's deliberate focus on how school careers staff think about or understand what they do reveals a very wide range of possible (and potentially conflicting) priorities for career education. It also reveals a continuing bias towards the provision of information (about different careers, and employment and tertiary education options) over lifelong strategies and development that assist young people to continue making decisions beyond their first ones on leaving school.

We also note that some research has already informed a number of changes in the field of career education since the survey was conducted in 2007. For example, research which calls for a change in approach from information distribution to lifelong learning skills (Watts, 2005; Vaughan *et al.*, 2006) and which calls for support for a wider range of post-school options than university (Tertiary Education Commission, 2003; Boyd, with McDowall, and Ferral, 2006; Marks, 2006) has had a key role in informing the development of the Creating Lives and Building Pathways (CPaBL) initiative. And in line with taking a lifelong approach, the regional STAR advisors have become Pathways Advisors and used research to design professional development for school STAR co-ordinators, most of whom are also careers advisors (see for example Dashper and Osbourne, 2008 and their development of Vaughan, Roberts, and Gardiner's 2006 research for practice in schools).

Several other developments have taken place too. The final evaluation of CPaBL emphasised the value of taking a school-wide approach for improving the quality and sustainability of career education (Education Review Office, 2009). While the initiative is formally over, schools continue to develop and share the resources they created at cluster meetings. Career Services began the Better Tertiary and Trades Training Decision Making project which developed a website "one-stop-shop" service for young people, parents, and other influencers, providing information and support for tertiary education and career pathway decisions. In 2008 the Government added more support to career education in the form of a \$6 million dollar boost to STAR – a significant 30% funding increase. Industry Training Organisations have stepped up their involvement with schools, supporting a broader outlook on students' post-school options. There is also evidence that some schools are taking a future-focused stance on qualifications and are designing their programmes in collaboration with industry and community in order to explicitly support students to make links to post-school careers (Hipkins, and Vaughan, with Beals, Ferral, and Gardiner, 2005; Roberts, McDowall, and Cooper, 2008). These sorts of developments suggest a growing understanding of career education as the basis for ongoing pathway decisions and life management.

However there are still challenges. In the earlier report on the survey (Vaughan and Gardiner, 2007), we identified a possible inconsistency between NAG 1.6's focus on at-risk young people and the immediate post-school decisions and the Ministry of Education guidebook's longer-term focus on all students and their self-development and decision-making skills. (We note that the guidebook is currently being rewritten). We also suggested revisiting NAG 1.6's reference to "the transition to the workplace *or* further education/training" and replacing it with a reference to preparing for "the workplace *and* further education/training" (italics added for emphasis). We suggested that NAG 1.6's wording reflected an outmoded oppositional thinking about learning and the workplace. Increasingly opportunities are offered by tertiary institutions, ITOs, and employers – and taken up by employees – which combine learning and earning or education and work. To imply that young people's preparation and immediate post-school "destinations" will only involve one decision, and about either education or work, is misleading and potentially limiting for young people in terms of their being able to recognise opportunities. If this were revisited, it might also mean engaging with another key challenge: developing a career education system that enables young people to not only recognise opportunities but to actualise them - throughout their lives.

Chapter 3

Regional Communities

In mapping transition in regional communities, we are looking at the formal system by which transition assistance is given to young people once they have left school. Of particular interest in this chapter are those organisations that assist young people who may be early school leavers with no or low qualifications.

This chapter discusses the formal transition infrastructure as it operates at regional level, looking at the recent historical context in which that infrastructure has developed, and exploring the changing nature of the infrastructure identified through a mapping exercise.

3.1 The Context

Those working today within New Zealand's transition infrastructure have inherited a system in which, in general, school leavers have been expected to find their own way into the labour market: a system known as "job-shopping". Education-employment pathways in this system are loosely defined, in contrast to the strongly institutionalised European apprenticeship systems and Japanese *Jisseki-Kankei* system. In the former, a dual-system operates, integrating school-based learning with work-based training such that the young people involved travel along clear, institutionalised pathways between education and employment, often having made choices about their pathway at a fairly young age. In the Japanese system, close relationships exist between schools and individual firms, offering students pathways into employment with these firms.¹

New Zealand's infrastructure is looser: the beginnings of institutionalised pathways from school are present in initiatives such as Gateway and STAR, and potentially some trades schools or trades training centres associated with a number of Polytechnics around the country. In general, however, our infrastructure follows patterns found in Australia, the United Kingdom and the United States, rather than Europe or Japan.

Unlike strongly institutionalised approaches to transition, job-shopping offers considerable flexibility to young people in designing their education-employment pathways. They are able to defer decisions until quite late in their education; they can design packages of education flexible enough to take them in several possible directions once they begin looking for employment; and they can "shop around" in the labour market until they find work that suits their interests and capabilities.

Job shopping does, however, offer some challenges to young people seeking to make education employment linkages. One challenge that has particular relevance to early school leavers is that job-shopping often entails a period of employment instability, particularly in the early stages of looking for work. If this instability translates into extended periods of unemployment, the experience may be unhelpful, and sometimes damaging, for a young person so early in their labour market career, particularly if this increases the likelihood of subsequent unemployment.

¹ For a more detailed discussion of these different systems, including the trade-offs involved, see EEL Report No. 2, Chapter Six (Higgins *et al.*, 2008).

There is international research evidence to suggest that institutionalised systems of transition are better than more deregulated systems at helping young people to avoid early, and potentially costly, spells of unemployment. For example, in his extensive cross-national surveys of transition infrastructures, Paul Ryan argues that ‘apprenticeships tend to be associated with better outcomes in early labour market experience, particularly employment rates, than is either full-time vocational education or simple job training’ (Ryan, 2000, p. 43).²

In New Zealand, we have recent research evidence to suggest that our job-shopping infrastructure often leaves young people overwhelmed and baffled by the apparent abundance of choice available to them and the complexity of the pathways they must negotiate in the job shopping process (e.g. Vaughan and Boyd, 2005; Higgins and Nairn, 2006). The development of a competitive tertiary education market, and New Zealand’s embrace of the global labour market, have meant that, even for those on an apparently clear path from school to polytechnic or university, it can be a considerable challenge to manage and respond to the sheer volume of information available about possible pathways from school.

Of particular interest for this chapter of our report are those organisations and services set up to help young people who are early school leavers and who are unlikely to take the transition path from school to university or polytechnic. In the absence of institutionalised pathways, these young people have traditionally been channelled into remedial training programmes. Ryan (1999) argues that, in contrast to institutional pathways, such programmes are often short term policy responses to concerns about youth unemployment. And because they can be established and disestablished with relative ease the development of a stable transition infrastructure, within which learning and useful adaptation could occur, does not take place. Ryan favours instead ‘the long haul of institutional development’ and points out ‘the contrast between the ephemerality and low status of most youth programmes, on the one hand, and the longevity and improving, if not always high, status of apprenticeship’ (1999, p. 449).

In New Zealand in the late 1970s and 1980s there was a proliferation of the kind of youth labour market programmes to which Ryan is referring (Higgins, 1997). Programmes during those years came and went with great frequency and with little in the way of long-term, strategic direction or cohesion. The mapping exercise discussed below shows how this landscape has changed in recent years with, arguably, some movement towards a more institutionalised approach to transition assistance for the group of young people previously targeted by a rather ad hoc set of remedial programmes.

3.2 The Mapping Exercise

The mapping exercise described here was conducted towards the end of 2008. As discussed above, the aim was to map those aspects of the transition infrastructure that are relevant for young people who may be early school leavers with low or no qualifications; who, on leaving school, do not go straight into employment or to university or polytechnic; and who may struggle to obtain further qualifications, training and job-search assistance.

The aim of this exercise was to map the formal system of EEL transition assistance as it operates in regional communities, focussing on organisations that:

- have funding from an institutional base (usually, the state);
- have well established formal processes and protocols with formal enrolment of clients and, often, formal links to NZQA.

² See also Ryan (1999; 2001).

- primarily offer transition assistance in relation to education-employment linkages for young people. Inevitably some organisations assist young people in multiple ways because their clients are undergoing multiple transitions and have diverse needs, but the focus here is on organisations whose primary role is education-employment linkages.
- have an on-going life, that is to say, the mapping excludes one-off projects or programmes that receive short term funding.

Two limitations of the exercise should be noted:

1. This is not an evaluation. Organisational information was looked at, and organisations were sent a web-based survey. Thus the information gathered is based on what organisations plan to do, and say they do, not on whether or how well they perform.
2. The transition infrastructure in New Zealand is dynamic – the map of transition assistance is constantly changing. In particular, it should be noted that this is a snapshot taken towards the end of 2008, prior to any changes introduced by the newly elected government.

Note that organisations that had a specific Māori or Pasifika focus were excluded because these were incorporated into the analysis by Dr. Phillips (see Chapter Four of this report).

3.3 Method

The mapping exercise began with a web-based search of New Zealand sites relating to youth transition that had been active over the previous twelve months.

Not all relevant organisations have a web-presence, but the web proved a useful tool to identify networks that included these organisations. Because a web-based survey was to be the primary method of data collection, it was necessary for organisations to have an email address at least.

Once the web search was complete the results were used to draw up a table of organisations by region, using the TEC regions and the criteria described above for organisations in the formal system. This list was then used to compile an email list for the distribution of a web-based survey. Overall, 176 organisations were invited to participate in the survey. A forty per cent response rate was recorded.

Because Private Training Enterprises are a significant, and very large, group fitting these criteria, a decision was made to focus only on those PTEs that offer the Youth Training and Training Opportunities Programmes – both are programmes that focus on individuals with low or no qualifications, the former focussing on young people in particular.

Youth Training

Youth Training focuses on young learners, with no or low qualifications, acquiring a valuable set of foundation skills that enables them to move effectively into sustainable employment and/or higher levels of tertiary education.

Youth Training targets eligible learners who have left school. It has a strong emphasis on innovation and experimentation, coupled with post-training support, to enhance successful learning opportunities.

Training Opportunities

Training Opportunities is for Work and Income clients who have a significant history of unemployment and/or low or no qualifications.

The Ministry of Social Development contracts the TEC to purchase Training Opportunities training. Training Opportunities focuses on learners acquiring a valuable set of foundation skills that enables them to move effectively into sustainable employment and/or higher levels of tertiary education.

Both Training Opportunities and Youth Training programmes have a labour market focus. This is reflected in training that:

- leads towards national qualifications.
- meets local industry and employer requirements.
- is mainly at levels 1 - 3 on the National Qualifications Framework (NQF).
- is full-time with typically 30 hours a week or more tutor contact time.
- includes workplace learning.

Both Training Opportunities and Youth Training programmes have labour market and education targets including:

- Progress at least 60% of learners into further training, education, or employment within two months of learners leaving the programme
- On average learners leaving the programme achieve at least 20 credits on the National Qualifications Framework

Source: Tertiary Education Commission: www.tec.govt.nz

3.4 Results: The Map

By region, the transition infrastructure identified by this method can be seen in Table 1.

Table 1 Regional organisations providing education-employment assistance to young people, 2008

	Private Training Enterprises	Youth Transition Services	Career Services	CCS Disability Action Transition Services	Other
Northland	13	2 (Far North, Whangarei)	1	1 (Whangarei)	Youth One Stop Shop Charitable Trust (The Pulse, Whangarei) Futures Cadet Programme (Far North District Council, MYD)
Auckland	59	3 (Waitakere, Auckland City, Manukau)	1	3 (Northern, Auckland Central, South Auckland)	COMET: City of Manukau Education Trust Launchpad (Manukau)
Waikato	17	2 (Hamilton, Waikato District)	1	1 (Hamilton)	Youth Employment Project (Employment Choices Ltd, funded by Matamata Piako District Council in partnership with MSD)
Bay of Plenty	22	1 (Rotorua)	1	3 (Tauranga, Whakatane, Rotorua)	Rotorua Youth Pathways (originally Mayors' Taskforce for Jobs - MTJ) INSTEP (Priority One – City Council, District Council, Environment Bay of Plenty Regional Council, private business, MTJ) Launchpad (Tauranga)
Eastern	13	3 (Gisbourne, Napier, Hastings)	1	2 (Gisbourne, Napier)	
Taranaki/Wanganui	19	3 (New Plymouth, Waitara, Hawera)	1	2 (New Plymouth, Hawera)	
Manawatu/Wairarapa	11	1 (Palmerston North)	1	2 (Palmerston North, Masterton)	Youth Voice in Horowhenua (Horowhenua District Council with MYD grant to aid youth transition)
Wellington/Kapiti	24	4 (Porirua x2, Upper Hutt, Lower Hutt)	1	2 (Lower Hutt, and National Office)	Yes 2 Youth Trust (MYD) Te Rakau Hua o te Wao Tapu Trust (MYD) Youth Quest (MYD) The Kapiti Skills Centre Porirua Apprenticeship Trust (MTJ originally, now MA Co-ordinator)
Nelson, Marlborough West Coast	14	1 (Nelson)	1	5 (Greymouth, Westport, Hokitika, Nelson, Blenheim)	Buller Youth Works (MTJ, Buller District Council, WI)

	Private Training Enterprises	Youth Transition Services	Career Services	CCS Disability Action Transition Services	Other
Canterbury	14	1 (Christchurch)	1	5 (Kaikoura, Chch, Rangiora, Ashburton, Timaru)	Catapult Employment Services Trust (Transition for disabled young people) Launchpad (Chch)
Southland	19	1 (workers in Timaru, Dunedin, Invercargill)	1	3 (Oamaru, Dunedin, Invercargill)	Central Otago 4Trades (MTJ) Launchpad (Dunedin)

Clearly Private Training Enterprises are a dominant presence in this infrastructure but other networks are also present:

- Youth Transitions Services, described on its website (yts.govt.nz) as: *a free service which assists young people into further education, training, work or other meaningful activities. The goal of the service is to improve a person's long-term independence and wellbeing.*
- Career Services, described on its website (careers.govt.nz) as: *a provider of independent career information, advice and guidance. We are a government organisation and aim to provide all people living in New Zealand with access to the best careers information, advice and guidance to achieve their life goals. This means promoting the importance of career planning at every stage of a person's life.*
- CCS Disability Action, described on its website (ccsdisabilityaction.org.nz) as: *a transition service that supports young people to move from education to the next stage of their lives.*
- Launchpad, described on its website (launchpad.org.nz) as follows: *The Employment Scholarship Trust formed Launchpad in response to the difficulties facing New Zealand's young people and the nation's employers. We provide a unique solution that helps school leavers into a professional career and minimises the employment risks faced by today's business world.*

The infrastructure identified here appears to be composed of a set of national networks with regional nodes. The extent to which these networks are linked to each other is not clear from this mapping exercise, but will be addressed in the next stage of the project.

3.5 Results: The Survey

All organisations from the map in Table 1 were invited to take part in a web-based survey.

In all, 176 organisations were contacted, 71 responded by completing the survey, a 40 per cent response rate. Approximately 80 per cent of respondents were PTEs, however, the results do not differ substantially when responses are split into PTE and others. Key findings from the survey are listed below.

Advice and Guidance on Education and Training Options

- All organisations had staff available to speak to students/clients about education/training and employment (ETE) options
- Most (over 80%) were able to reply to student/client queries via email
- Most (80%) offered ETE guidance as a series of regular meetings for free
- About half offered guidance involving information about where to find out about ETE options (e.g. Career Services websites)
- About half offered guidance involving information about specific occupations
- Most (80%) offered development of a specific ETE action plan for individual students/clients
- Training in job search skills is offered by most (80%) in group sessions and by two thirds on an individual basis
- Training in student/client self-development is offered by most (80%) in group sessions and by two thirds on an individual basis
- Social services support is offered on site by about a third of the organisations and students/clients are referred to outside agencies where necessary by most (80%)

- Social services support is offered on site to families by about one fifth and over 80% refer to outside agencies.

Making Links with Employers

- Employers visit for individual student/client interviews in about one third of cases; they come for group presentations in about half; and do not visit in about a quarter. For others, networking and visits out to employers are made, and an 'open house' policy is followed where employers are welcome any time.
- For about one third of organisations employers visit quarterly or more frequently. For the rest, employers either visit irregularly or 'as and when required' informally. In about 20% of cases employers do not visit.
- Job vacancy information is mainly available on noticeboards or in an office on site, and also in the course of training and general contact with the students/clients.
- Most training organisations had links with an ITO or employer related reference groups
- Most training organisations offered work experience placements
- Most training organisations assisted students/clients into specific jobs through direct referrals (three quarters), and also through references (about half) and by allowing employers to select students/clients (over half)
- About half of these organisations provide post placement support for students/clients through direct contact in the workplace for 1-6 months and about a quarter for longer than six months
- Almost all track students/clients in relation to employment destinations
- Three quarters take part in Career Expos
- Most (80%) make submissions on policy relevant to them.

3.6 Discussion

This mapping exercise suggests that there is a reasonably clear formal structure of organisations based in the regions offering young people help with education-employment linkages. On the whole, these organisations aim to address the needs of young people in terms of training but they also pay attention to social service assistance. They report close links with local employers. They include:

- Many locally based PTEs
- A network of YTS offices
- A network of Career Services offices
- A network of offices that offer transition assistance for young disabled people
- A range of other organisations (e.g. Trusts, local body initiated groups) that use local and central government funding for relatively short periods of time to pilot different ways of working in transition assistance.

Note that there is, of course, a self selection bias in the survey that is likely to tend towards those that have a strong focus on education-employment linkages.

It may be helpful to consider these results in the light of what is known about international best practice in relation to programmes directed towards helping young people with low or no qualifications make links with the labour market (Higgins, 2003). It is important to bear in mind

that what is known as ‘international best practice’ must always be translated for local contexts. The discussion below considers some basic principles that have emerged from international research, with the proviso that these must be tested in New Zealand contexts. This question of contextualisation will form an important part of the next stage (interviews with key informants) of the Regional strand of this project.

Research suggests that the following characteristics are important:

- Case management, support and mentoring tailored to the individual needs of each young person.
- Training that is of high quality, is pedagogically well-informed to enhance the learning capacities of individuals, and is integrated with other forms of assistance such as social service support and work placement.
- Training that is formally linked to well recognised, formal educational pathways.
- Links to the local labour market, for example, through networking; training in skills that are in demand locally; and work placement in genuine jobs.
- High quality relationships involving consultation and communication between providers, local communities and local employer and worker organisations in order to foster local support, shared expectations and relevance for the different groups involved.

The results of this mapping exercise suggest a changing landscape in relation to assistance to young people with low or no qualifications on leaving school. There has been a move away from the proliferation of ad hoc labour market programmes towards a more systemic approach through the regional networks and PTEs described here. Ad hoc, short term programmes are still in evidence, but there is an underlying structure of assistance in the regions. It is too strong a statement to say that this transition infrastructure has become institutionalised, because the networks described above remain subject to on-going funding decisions but there has clearly been a move toward a more systematic approach at this level.

Within this approach there have been developments that foster, formally, aspects of the best practice principles just described. For example, Youth Training and Training Opportunities funding requires that training be linked to NZQA qualifications, and qualifications targets are a part of this. (One important aspect of this that has not been clarified in this mapping is the link between schools and these regional networks.) This funding also requires that links be made with local employers and that workplace learning be incorporated into overall training. Adherence to these requirements can be seen in the survey results.

These results also suggest that other aspects of best practice may be being incorporated into common practice, for example, the tailoring of transition assistance to individuals, through education/training/employment action plans; the links that most providers have developed with local employers (e.g. through employer visits, and through links to ITOs or employer related reference groups); and the work of providers as brokers to place young people in work experience and in employment.

Because this mapping exercise has not been an evaluation, it is not possible to comment on the extent to which these practices are done well, nor on a vital aspect of best practice – the quality of training and its capacity to enhance learning capabilities among young people to enable them to be life long learners. However, the mapping has shown that mechanisms are in place and at work for the development of a strong transition infrastructure at the regional level.

Chapter 4

Māori and Pasifika Communities

4.1 Mapping the World and Representing a Māori World View

Phase two of the project seeks to bring Māori understandings to the mapping of Māori and Pasifika systems of education employment linkages.

Since the beginning of time Māori have been mapping their worlds. They charted the skies to sail the Pacific Ocean and migrate to Aotearoa. They subsequently storied their migration and conceptually charted the landscapes of their new home. Their carefully constructed maps have been handed down through the generations through whakapapa and the origin narratives, and carved and woven into their material culture. The orientation of the world is told in the origin narrative of Maui fishing up the North Island. This story, handed down over the centuries, evokes conceptual imagery that explains the likeness of the North Island to a stingray and the South Island to Maui's waka. In the Māori worldview the world is turned upside down so that north becomes south and vice versa.

The point to be made here is that Māori representations of their world are in contrast to western representations. The consequence of this is that Māori have a worldview that does not align to the dominant knowledge, values and practices of Aotearoa. It makes the process of mapping, whether it be the lay of the land or the contents of the mind, a challenge given the power that goes with the ability to name and define, and shape the lives of young people.

This has implications for what constitutes the mapping exercise of this phase of the EEL research programme. This difference is in addition to the disciplinary differences between the four objectives of the project. It raises an important question around what constitutes the "formal" in school to work linkages for Māori and Pasifika communities. Formal linkages in this context can be understood as official linkages that are established through conventions and sanctioned by government rules and regulations. In this view funding and auditing processes are outward signs of formal linkages. It can be argued that Māori and Pasifika communities have their own formal processes that are embedded within Māori and Pasifika cultural conventions. For example formal linkages in hāpū, iwi and community organizations may not be determined by being linked into funding or auditing processes rather they may be determined by their accountability to their communities.

As a consequence the mapping exercise for Māori and Pacific Island communities was a challenging one. Organisations that respond to community needs and aspirations but go unreported because they are not formally linked into sanctioned linkages are equally important for this project as those that are. But these organizations, unless out in the public domain, remain under the radar and difficult to find. They are also difficult to name as these linkages are neither informal nor non-formal rather they signify formal connects in specifically Māori and Pasifika contexts. The mapping exercise was further complicated by the diverse locations of the providers, and the differing forms that they take.

Therefore this mapping exercise primarily focused on and documents Māori and Pasifika educational providers who are formally linked into state funding to provide education and or training for rangatahi. This section of the report begins by outlining the criteria by which Māori and Pasifika organisations were included in the mapping exercise. The findings of the mapping

exercise are then discussed. This is followed by a brief discussion on mapping specifically Māori and Pasifika linkages.

4.2 Formal linkages: Māori and Pasifika Educational Providers

The primary criteria for inclusion in the mapping of Māori and Pasifika providers actively engaged in facilitating school employment linkages is that each of the organisations originated within, and were established out of, community priorities and aspirations. In other words the criteria for inclusion can be understood as fulfilling the kaupapa of a by Māori/Pasifika, for Māori/Pasifika and with Māori/Pasifika philosophy in which Māori and Pasifika knowledges, practices, values and languages are ‘taken for granted’. Tinorangatiratanga, or the principle of self determination, that underpins these organizations is also an important component in determining which organizations to include in this exercise. After determining whether an organisation met the criteria of inclusion, information was gathered on (1) the kind of programmes they provided, and (2) additional services offered that made the provider ‘stand out’. This information was gathered to inform the selection of ten key informant organizations for the next phase of the research.

The providers were found by doing a search of the world wide web. Māori and Pasifika organizations who were involved in formal tertiary education employment linkages were all found on the New Zealand Qualifications Authority’s (NZQA) website. Wharekura and Whare wānanga, significant providers in the mix of education and training opportunities for rangatahi, were found on the Ministry of Education’s and NZQA’s websites. Other providers not linked into educational programmes but nevertheless contributing to education employment linkages were also considered. Considering the common thread of organisations providing a range of services for their communities, such as health and disability services, data on Māori health providers was also collected. The bulk of Māori health providers were found on the Ministry of Health’s website. Some were found by searching the web. Data was triangulated through audit reports, individual organisations’ web sites and ministry websites.

The general characteristics of Māori and Pasifika organisations included:

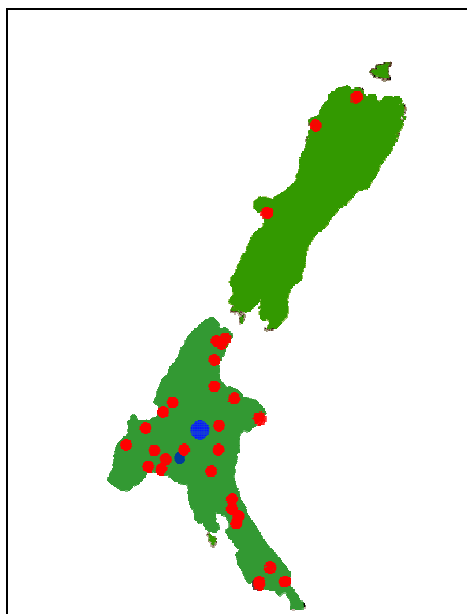
- rural and urban providers
- hāpū and/or iwi organisations
- urban iwi authorities
- pan Māori community organisations
- Pacific nation organisations
- Pan Pasifika providers
- Wharekura (kaupapa Māori secondary schools)
- Whare wānanga (iwi based higher education providers)

4.3 Mapping Formal Māori and Pasifika Education Employment Linkages

General findings

Sixty-three post school private training establishments (PTEs) were identified that were delivering programmes facilitating school to work linkages for rangatahi. All were funded by at least one, and sometimes more, government agencies and offered programmes that lead to qualifications on the New Zealand Qualifications Framework. These PTEs were spread throughout Aotearoa and were located in both rural and urban settings (Figure one). The majority of providers, however, were located within the North Island. This is perhaps not surprising given that the majority of Māori live in the North Island. However this does raise the question of whether Māori and Pasifika rangatahi are getting appropriate opportunities and supports in the South Island.

Figure 4 **Distribution of Māori and Pasifika PTEs in 2008 from a Māori Orientation to the World**



All of the PTEs had established programmes that reflected local community aspirations and needs including environmental, economic and industry interests. For example iwi in the middle and the far north of the North Island delivered courses in forestry, which reflects their longstanding and traditional interests in their lands and forests. Similarly some coastal iwi have established programmes that support their local fishing and/or aquaculture industries.

Many of the PTEs have actively sought to have relationships with local businesses. Some also have developed strategic relationships with tertiary providers such as Whare Wānanga and Institutes of Technology and Polytechnics explicitly to ensure positive and seamless transitions for their rangatahi.

Many provided programmes and courses in more than one location. Although most PTEs delivered a range of certificate level courses for their rangatahi many offered diploma courses as well. Of all the courses that the PTEs delivered, computing and te reo Māori were the most prevalent. In areas where there were few employment opportunities computing and life skills courses alongside te reo Māori were the only courses offered.

Many of the PTEs were contracted to deliver Youth Transitions Services or TOPS courses. Sometimes these were in conjunction with other education, health and social services. There is some overlap here with Dr Higgins work in Objective Two.

Indeed most of the PTEs offered a range of social services along side the educational programmes they ran. This enabled them to provide holistic services to the rangatahi who enrolled in their programmes. It is not surprising then that many of the PTEs have formal relationships with multiple government agencies such as the Tertiary Education Commission, Ministry of Education, Ministry of Social Development, and Career Services. Some PTEs stand out by providing pastoral support for rangatahi outside of formal contractual obligations. Examples included providing transport to and from the courses that the young people were enrolled in. Many provided food and in one instance breakfasts were made available to students. Health checks, counseling, learning to drive courses and mentoring were some of the other services offered alongside formal programmes.

The focus of many of the PTEs was on providing alternative learning opportunities for rangatahi who were disengaged from schooling. The impetus for this focus is to rewrite the standard story (after McCreanor, 2005) of Māori educational underachievement and the impact that it has on the students and their communities. Acknowledging the challenges that disengaged and disenfranchised rangatahi face, many of the PTEs actively went out to find them and encourage their participation in the programmes they offered. Alongside the programmes they ran, many of the PTEs worked with rangatahi to develop individual learning programmes and supports to promote focused goal setting and successful outcomes.

In the majority of Māori PTEs te reo Māori and tikanga were important components of the programmes they offered to rangatahi, and in some they were mandatory. However for all providers the whānau and its underpinning values of manaakitanga (support), whakapapa (connectedness), whanaungatanga (collective obligations and responsibilities), wairuatanga (spiritual connections) and kotahitanga (shared visions) are at the heart of their identity and what they do. These values are also considered to be the central mechanisms in which the lives of young people and their communities are transformed. This reflects the importance these organisations place on cultural identity and well being in effecting successful educational engagement and transitions.

The majority of the providers located their services within the context of the Treaty of Waitangi and considered themselves accountable back to their communities. Although some PTEs targeted specific rangatahi such as youth from their iwi all the PTEs were inclusive of all young people.

Hāpū and Iwi based PTEs

There were 38 whānau/hāpū/iwi and or trust boards who were registered as PTEs. Those PTEs operated within tikanga-a-iwi frames of reference that upheld and reflected their own hāpū/iwi traditions, knowledge, values, and practices. Iwi who have a PTE arm are well organized and enabled to fulfill their economic, social, political and cultural aspirations to meet the needs of rangatahi, community, and local employers. Those PTE who were surveyed via their website are also technologically savvy and it was clear that they offered a raft of programmes across education, health and social services to their rangatahi and community. For some their education and training arms have become autonomous trusts under the umbrella of the iwi. Many provide financial assistance to their rangatahi through scholarships.

Pasifika PTEs

Of the 63 PTEs 6 were established by Pasifika communities. Five were pan-Pacific organizations while one was set up specifically to assist the life long learning pathways of Cook Island young people. All providers were in the North Island and offered programmes in Hamilton, Wellington and Auckland. Two ran their programmes from multiple sites. All expressed the importance of Pacific knowledge and values in the programmes they ran as well as being committed to providing quality education experiences for their students. Being part of a whānau with its roles, obligations and responsibilities was equally important for the Pasifika providers. One Pacific PTE in particular made the point that role models were “at the heart of what they do”.

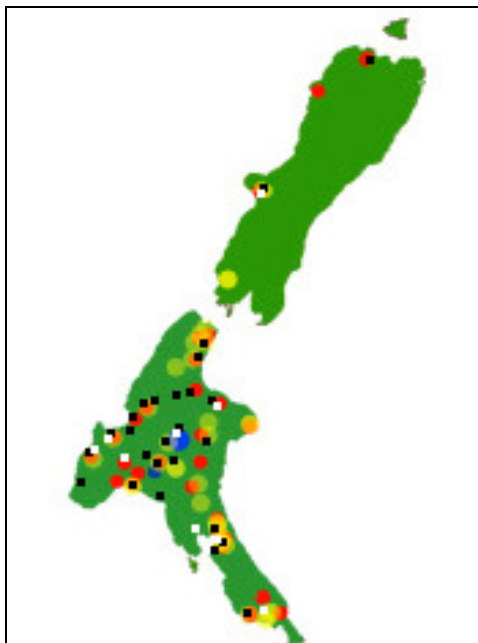
Iwi Education Partnerships, Wharekura, and Whare Wananga

Wharekura, whare wananga and the newly emerging Iwi Education Partnerships (IEPs) added another 67 organizations to specifically Māori formal linkages. Currently there are no secondary school options for Pasifika students.

Wharekura are the secondary options following on from kura kaupapa. There were 55 wharekura throughout Aotearoa New Zealand in 2008. Seven of these are wharekura in their own right, 31 are part of kura kaupapa Māori schools, nine are Kura-a-iwi/kura Māori, six are Māori boarding schools and two are immersion units within secondary schools. Wharekura are distributed throughout Aotearoa New Zealand (see Figure 4, black squares). How active wharekura are in providing programmes that facilitate school to training/work transitions as yet is unknown. The kind of programmes and practices that wharekura provide also comes within the scope of Dr Karen Vaughan’s work looking at schools and their community links.

Iwi education partnerships are joint ventures between iwi and the crown through the Ministry of Education. They have been established to improve Māori educational outcomes and opportunities across all the educational sectors from preschool through to tertiary, adult and community. Currently there are nine IEPs (see Figure 4, white squares). The focus of these partnerships is on creating space for iwi to have an increased say and responsibility for “designing and implementing solutions” to Māori educational access and outcomes in their rohe (tribal area). One of three stated goals of the partnerships reflects the aspirations articulated in recent Hui Taumata – of whānau and hāpū being enabled to contribute and participate not only in their own hāpū and iwi but also New Zealand and the wider global society. Each of the nine IEPs has developed a specific memorandum of understanding with the Ministry of Education reflecting the particular contexts and needs of the local communities within which they are located.

Figure 5 **Distribution of Māori and Pasifika Organisations Providing Formal Education Employment**
Linkages from a Māori Orientation of the World, 2008



There are three whare wānanga in Aotearoa New Zealand – Te Wānanga o Awanuiarangi in Whakatane, Te Wānanga o Aotearoa in Te Awamutu and Te Wānanga o Raukawa located in Otaki. All three are in the North Island and with the exception of Te Wānanga o Raukawa have multiple campuses (see Figure 5, yellow dots). Te Wānanga o Aotearoa is the only wānanga to have campuses in the South Island. Each of the three institutions are embedded in and reflect the knowledge, tikanga and the aspirations of the iwi in which they are located. Innovative marae based programmes are offered by all three wānanga, engaging a large number of Māori who would not have ordinarily participated in tertiary education or training. All three wānanga award qualifications from level one certificates to masters. Te Wānanga o Awanuiarangi also has a Ph.D. programme.

It is clear in Figure Three that South Island rangatahi do not have as many options that are embedded in Māori or Pasifika cultural frames of reference compared to their North Island peers. In an educational environment which recognizes the value and importance of culture in successful learning outcomes for Māori students it is somewhat surprising that there is such a disparity between provision in the North and South Islands.

4.4 Māori and Pasifika Specific Linkages to Education, Training and Employment

As highlighted earlier linkages outside of government sanctioned ones are important considerations in mapping Māori and Pasifika school to work transitions. Finding and reporting on these linkages was and remains a challenge given that these organizations largely go unreported. One way in which some mapping was able to be done was through the scoping of Māori health providers. While these organizations are linked into formal health provision they are outside of the formal education linkages. Scoping Māori health providers is important for two reasons. First many of the PTEs in the data above also provide a range of health and social services to their members. Therefore to capture the extent of the provision for young people it is important that these providers be canvassed. Oftentimes though, the range of supports offered to communities by Māori Health providers goes under-reported and without remuneration. Secondly,

and most importantly, health providers are also obligated to address and implement the *Disability Strategy* (Ministry of Health, 2001). The aim of the *Disability Strategy* is to eliminate the barriers that disabled people encounter in their endeavours to reach their potential and fully participate in their communities and wider society. Two objectives of the strategy speak directly to the EEL research project. They are to provide the best education for disabled people and to provide opportunities in employment and economic development for disabled students. If the school to work transitions for disabled students in general are problematic these linkages for rangatahi Māori with disabilities are even more so.

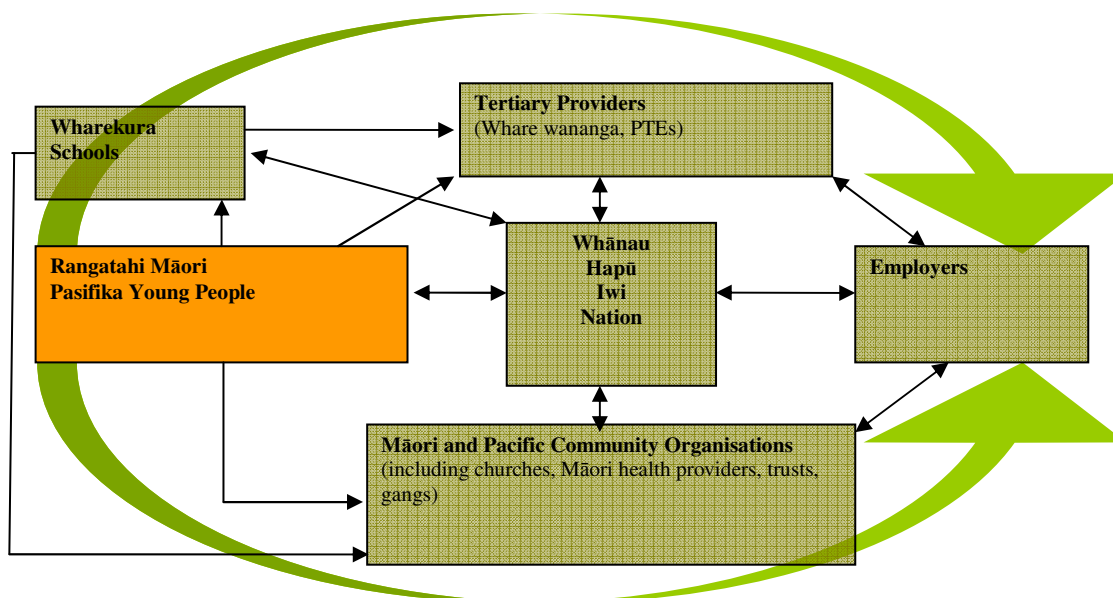
From a search of the Ministry of Health's website there are 47 Māori health providers. However, registering on this site is voluntary which makes this list incomplete. Through general web searches 30 more Māori health providers were found. To date 77 Māori health providers have been identified. They provide a range of services that includes counselling, health check clinics, mental health services, and services to Māori with disabilities. Most of the providers offer training opportunities to their workers and their communities effectively providing training employment linkages. One example is Ngati Kāpo o Aotearoa, a kaupapa Māori provider offering support and advocacy services to blind Māori. Not only do they engage in regular training of their staff, they are currently developing a programme that focuses on providing young kapo Māori with the tools to make effective decisions as they transition from school to further education, training or employment. This programme is being developed in conjunction with Te Puni Kokiri who are also funding the initiative.

Anecdotally there are a number of organisations that are not linked into formal education or health networks. They include whānau/hāpū/iwi organisations working in local contexts to support their young people. There are church organisations and youth groups that support young people in their transitions. Some organisations provide support and opportunities specifically for marginalised rangatahi who are considered 'at risk' having left school early, without qualifications and not in employment or further training/education. Some of these organisations are on the margins themselves, such as the gangs in Porirua and Auckland who work with their rangatahi. Philanthropic trusts and organisations are also contributing to supporting young people. For example a trust in Porirua works to facilitate primarily young Pasifika back into education, or into further training or work. While they provide Youth Transition Services (YTS), they are not linked into NZQA's framework as their contract is to provide counselling and mentoring services only. However, their services extend beyond YTS to provide a range of after school and support programmes to fit the particular aspirations and needs of rangatahi and their communities. This work is funded from various sources including the Lotteries Commission.

4.5 Conclusion

In conclusion Māori and Pasifika community systems of transitions are diverse and complex. There are many pathways and options for rangatahi. Figure Three maps their connection to a range of whānau/hāpū/iwi, educational, community, and employer channels. Yet there remain significant questions about their effectiveness. Research tells us that of all young people in Aotearoa New Zealand rangatahi Māori and Pasifika are not well linked into programmes and providers, irrespective of where they live. While there are a large number and spread of community based programmes in the North Island disparities exist for South Island rangatahi in the kind of culturally congruent choices they are able to make.

Figure 6 **Māori and Pasifika Community Home-School-Further Education/Training-Employer Channels**



Furthermore despite the range of formal educational options available for young people another problematic issue arises. All of the providers make reference, some strongly, to creating environments in which autonomy and self-determination, and accountability back to communities are important goals. A tension exists between policy, funding and auditing regimes and Māori and Pasifika providers who are required to be accountable back to the funders at the same time as being accountable back to their communities. It raises the question of whether whānau/hāpū/iwi and community organizations can ever fully realize their aspirations to be self determining within the funding and auditing environments in which they operate.

The majority of the formal providers in this mapping exercise were established out of a response to historical underachievement and disengagement in education to address not only the lack of culturally relevant curriculum and practices but also the deficit ways of thinking about young Māori and Pasifika students. Thus they not only “talk back” (hooks, 1989), they also talk forward to reflect the aspirations of the communities within which they are located. Māori and Pasifika determined linkages are equally important conduits in supporting young Māori and Pasifika students’ connectedness and success in their transitioning from school to further education or training or employment. While this phase of the project reported on some of these linkages such as Māori health providers, most remain unreported.

Websites Accessed

Ministry of Education: <http://www.minedu.govt.nz/>

Ministry of Health: <http://www.Māorihealth.govt.nz/moh.nsf/menuma/Māori+Health+Providers>

New Zealand Qualifications Authority: <http://www.nzqa.govt.nz/>

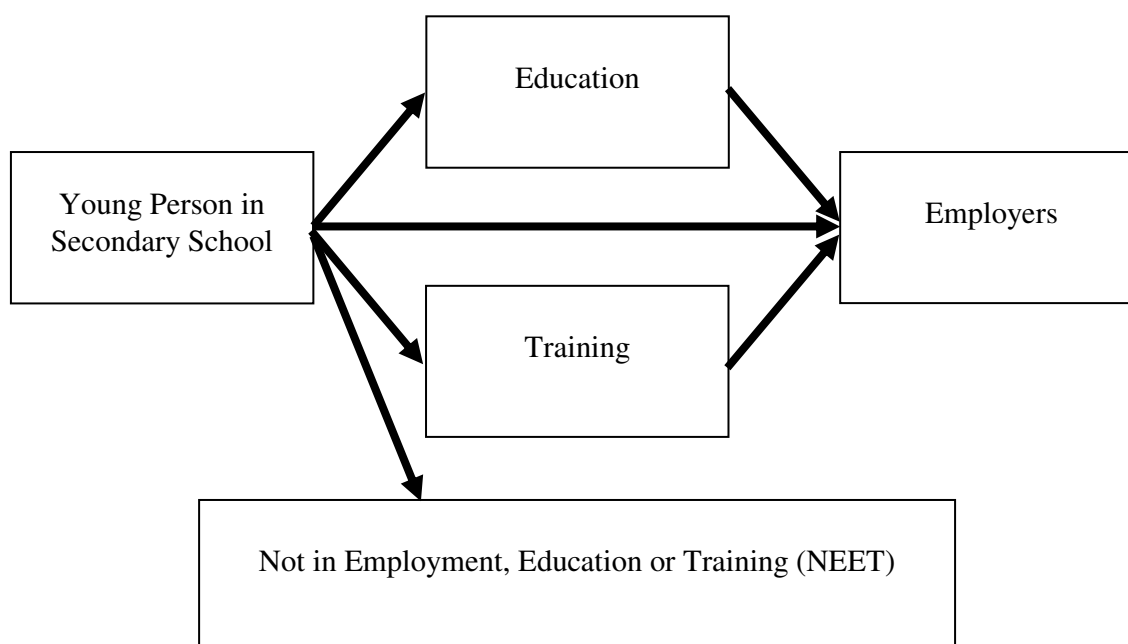
Chapter 5

Employer-Led Channels

5.1 Introduction

Previous studies have suggested that many young New Zealanders experience difficulties linking their education and employment choices as they move from school to work. For example, the Labour Market Dynamics Research Programme, led by Professor Paul Spoonley of Massey University, reports from its work that 43 per cent of people aged 15-34 feel their current job is not very closely related, or is not related at all, to their educational qualifications (Cunningham, Fitzgerald, and Stevenson, 2005; Dupuis, Inkson, and McLaren, 2005). Figure 6 is a stylised picture of the issue. Each year, large numbers of young people leave school. Some move directly into employment and a very small number become disengaged ('not in employment, education or training'). Large numbers, however, enrol in further training and education that they expect will have benefits for their later employment opportunities. When this group of young people make their choices, how can they learn about the expectations of employers, and how are they able to form judgements about the value for their employment options of the wide range of training or education options in front of them?

Figure 7 **School-to-Work Transitions**



Traditional approaches to this problem have tended to assume that the young person will make a single choice at a single key moment in his or her transition into the labour market, sometime towards the end of their secondary school education. Under this assumption policy designers have sought to provide professional careers advice in schools with a focus on providing students with as much information and guidance as possible to help them make a good career choice.

Borghans, de Grip, and Heijke (1996, p. 71), for example, reflected this framework when they observed in a Dutch setting: ‘On the one hand, the labour market is very complex, while on the other hand students who have to make their educational choice are rather inexperienced, and make such choices only a few times during their career.’ That study recommended better labour market information should be provided to students, including professional forecasts of the future labour market situation of different vocational specialisations.

The framework is also reflected in current National Administration Guidelines in New Zealand, which require schools to ‘provide appropriate career education and guidance for all students in year 7 and above’ (NAG, 2006, No. 1, item vi), particularly for students who have been identified by the school as being at risk of leaving school unprepared for the transition to the workplace or further education/training.

Recent international research by the OECD (2004a; 2004b) and others has suggested that there needs to be a much broader role for career education, based on recognising that young people must be prepared for a lifetime of learning and career choices (Vaughan *et al.*, 2006; Dalziel, 2009 forthcoming). This means that provision of expert advice at secondary school is insufficient; young people also need to learn how they themselves can access employer-led channels to obtain knowledge about employment opportunities and the value of different qualifications offered by different education and training choices.

5.2 Elements of Employer-Led Channels

It is useful to begin a mapping exercise of employer-led channels by considering the overall architecture of those channels. The EEL research team has identified four major channels for helping young people make effective education employment linkages at different stages of their transition years:

1. Information creation and organisation.
2. Advice, guidance and education.
3. Education employment linkages.
4. System policies and regulation.

Table 2 on the next page categorises these channels further into 7 to 9 elements for each one. This, the heading of information creation and organisation is made up of data collection, data analysis, data collation, resource preparation, quality assurance, resources library, private website, public website and promotional material. These elements might be performed by different agencies; indeed in some cases this would be highly desirable (quality assurance, for example, is likely to be best done by an agency that is independent from the agency that prepares a resource).

Table 2 Elements of Employer-Led Channels

Information Creation and Organisation 1.01 Data Collection 1.02 Data Analysis 1.03 Data Collation 1.04 Resource Preparation 1.05 Quality Assurance 1.06 Resources Library 1.07 Private Website 1.08 Public Website 1.09 Promotional Material	Advice, Guidance and Education 2.01 Individual Drop-In Advice 2.02 E-mail Queries 2.03 Guidance Appointments 2.04 Course Advice 2.05 Job Search Skills 2.06 Career Education 2.07 Individual Identity Work 2.08 Individual Social Support 2.09 Family Support
Education Employment Linkages 3.01 Career Expos 3.02 Employer Visits 3.03 Vacancy Notices 3.04 Curriculum Relevance 3.05 Work Experience 3.06 Work-Based Learning 3.07 Student Placement with Employers 3.08 Post-Placement Support 3.09 Graduation Tracking	System Policies and Regulation 4.01 Policy Submissions 4.02 Policy Advice 4.03 Programme Funding 4.04 Education Standards 4.05 Professional Standards 4.06 Standards Monitoring 4.07 Disciplinary Procedures

To illustrate how these different elements can be mapped, consider the example of an Institute of Technology or Polytechnic (ITPs). These institutions have the most diverse systems of engagement with employers because of their involvement in skills training (and more recently in the provision of degrees) that is explicitly intended to meet specific industry demands. This engagement has been reinforced under the Regional Facilitation programme of the Tertiary Education Commission, which has resulted in ITPs leading local consultations to identify tertiary education needs, priorities, gaps and priorities in their region.

Figure 7 sets out the education employment linkages in a typical ITP setting, using the elements of the employer-led channels listed in Table 2. Table 3 on the following page explains the abbreviations of the agencies involved in the systems.

Figure 8 Education Employment Linkages in an ITP Setting

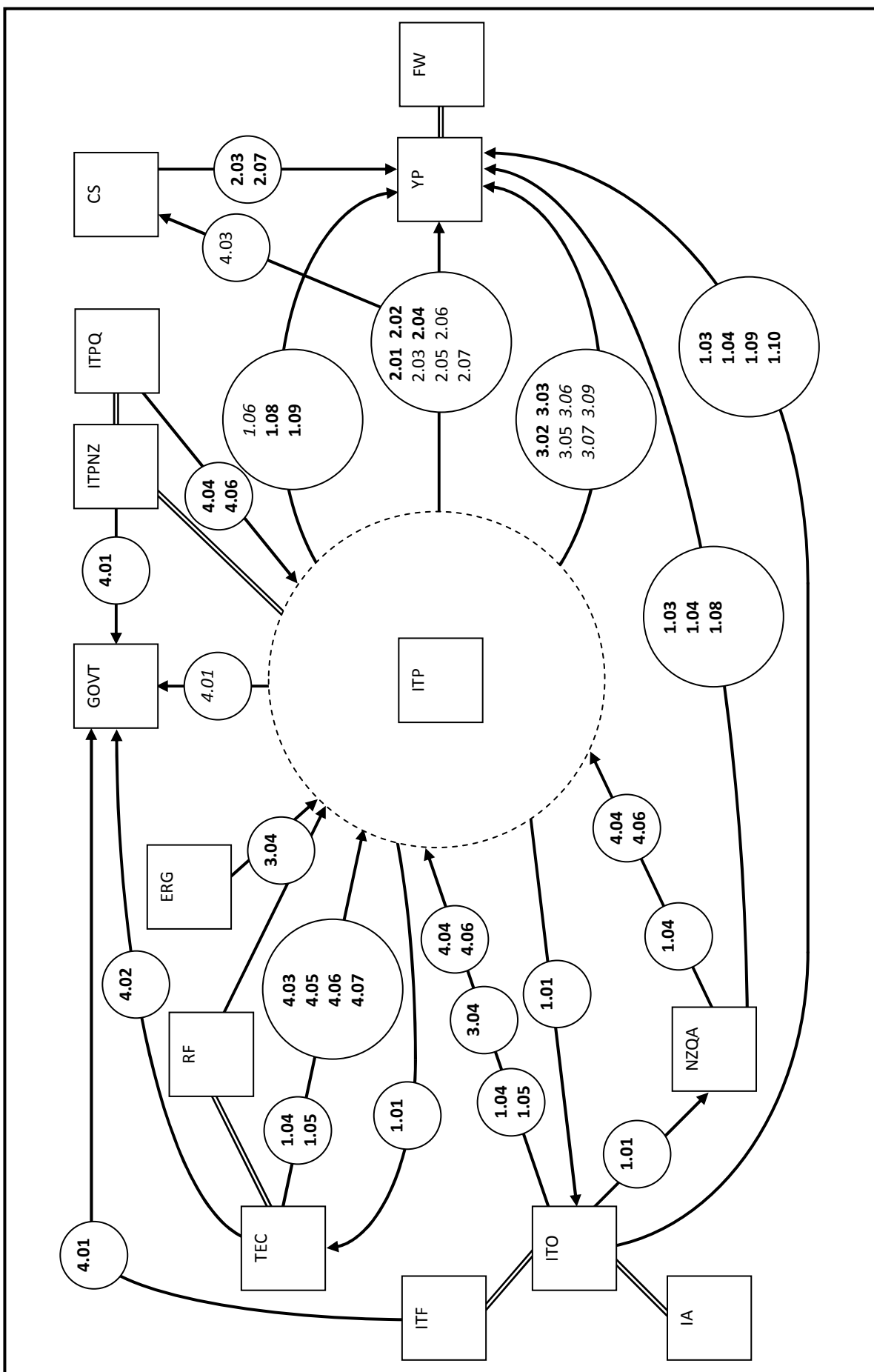


Table 3 Abbreviations Used in Figure for Education Employment Linkages in an ITP Setting

CS	Career Services
ERG	Employer Reference Group
FW	Family/Whānau
GOVT	General Government
IA	Industry Associations
ITF	Industry Training Federation
ITO	Industry Training Organisation
ITP	Institute of Technology or Polytechnic
ITPNZ	Institutes of Technology and Polytechnics of New Zealand
ITPQ	ITP Quality
NZQA	New Zealand Qualifications Authority
RF	Regional Facilitation
TEC	Tertiary Education Commission
YP	Young Person

The map in Figure 7 reveals four significant subsystems in the ITF context. In the bottom left-hand-corner is the training programmes provided for Industry Training Organisations and included on the National Qualifications Framework (NQF) managed by the New Zealand Qualifications Authority. There is very strong employer engagement in this subsystem, since the ITOs are owned by Industry Organisations.

The second subsystem is in the top left-hand-corner. These are courses and degrees offered by the ITP under its own initiative. These have to meet criteria set by the Tertiary Education Commission to be funded. It is common in the ITP sector (and becoming more frequent in the university sector) for these programmes to receive some oversight from a formal or ad hoc Employer Reference Group set up for this purpose. The Regional Facilitation programme has had some influence on the design and contents of these programmes.

The third subsystem, in the top right-hand-corner, is concerned with ensuring the ITP programmes meet expected quality standards for the sector. ITPNZ has set up an ITP Quality committee that is responsible for this task.

The fourth subsystem concerns the formal provision of education employment linkages to a young person (YP) either enrolled in, or considering enrolling in, an ITP. Some ITPs contract Career Services to provide some elements of this system, and the ITOs are heavily involved in providing information to prospective students. A general feature of this subsystem is that there do not appear to be any formal mechanisms for quality assurance (element 1.05 in Table 2) of the education-employment material provided to young people. This is likely to be an interesting question to follow up in the next phase of the EEL research programme.

5.3 Analysing Different Parts of the Total System

The previous section considered the ITP sector, which is only one part of the total education-employment linkages system in New Zealand. Analysing different parts of the system has led to a series of five hypotheses about the relative strengths of the linkages between different parts of the system, which will be explored in the next stage of the research under the Employer-Led Channels objective (see Dalziel, 2009 forthcoming):

1. *Linkages between employers and ITPs are strong.* The ITF has a statutory obligation to provide leadership in the formation of skills for work, and it is hypothesised that this has created relatively strong linkages between employers and training institutions. The involvement of ITPs in leading the Regional Facilitation programme of the TEC is likely to have reinforced these linkages.
2. *Linkages between employers and universities institutions are not strong.* Over the last decade, there has been a marked increase in the engagement of New Zealand universities with regional and national industries. Nevertheless, there is an often-repeated view that universities do not have links with local employers that are as strong as their counterparts in the training sector.
3. *Linkages between universities and young people in secondary schools are strong.* Universities devote substantial resources to liaison with secondary schools. They provide career guidance offices of schools with large amounts of promotional material, organise functions and seminars for school teachers, host campus visits for school pupils, and arrange school visits from university academic and support staff.
4. *Linkages between ITPs and young people in secondary schools are not strong.* The OECD (2008) New Zealand country report on *Jobs for Youth* reported that ‘not enough young people pursue vocational studies despite excellent labour market prospects offered by many trade professions’ (p. 9). A factor that might contribute to this observation is if training organisations do not have the same resources for communicating with young people in secondary schools as the education institutions.
5. *Linkages between employers and young people in secondary schools are weak.* If the hypotheses in (3) and (4) turn out to be supported by the evidence, then it is possible that the dominance of universities and ITPs in supplying schools with promotional material may mean that direct linkages between employers and young people in secondary schools are relatively weak. It is also possible, however, that web-based resources being created by Career Services (see www.careerservices.govt.nz) are making it easier for young people to access reliable information about their post-education employment opportunities.

The next stage of the research programme will collect information from key stakeholders in the employer-led channels to explore these hypotheses and to propose ways for improving the effectiveness of the overall system.

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